## EDWIN R. SELBY, Editor.

EDWIN R. SELBY, SAM'L D. HARRIS, Jr. PUBLINERS.

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## MESSAGE

From the President of the United States to the two Houses of Congress at the commencement of the first s. ssion of the Twenty-fifth Cougress.

Fellow citizens of the Senate and House of Representatives:

The act of the 23d of June, 1836, regulating the deposites of the Public Money, and directing the employment of State, District, and Territorial Banks for that purpose, made it the duty of the Secretary of the Treasury to discontinue the use of such of them as should at any time refuse to redeem their notes in specie, and to substitute other banks, provided a sufficient number could be obtained to receive the public deposits upon the terms and conditions therein prescribed. The general, and almost simultaneous suspension of specie payments by the banks in May last, rendered the performance of this duty imperative, in respect to those which had been selected under the act, and made it at the same time impracticable to employ the requisite number of others, upon the prescribed conditions. The specific regulations established by Congress, for the safe keeping of the public moneys, having thus unexpectedly become inoperative, I felt it to be my duty to af. ford you an early opportunity for the expreise of your supervisory powers over

I was also led to apprehend that the suspension of specie payments, increasing the embarassments before existing in the pecuniary affairs of the country, would so far diminish the public revenue that the accruing receipts in the Treasury, would not, with the reserved five millions, be sufficient to defray the unavoidable expenses of the Government, until the usual period for the meeting of Congress; whilst the authority to call upon the States, for a portion of the sums deposited with them, was too restricted to enable the department to realize a sufficient amount from that source. These apprehensions have been justified by the subthat this deficiency will occur, if addi-speculation engendered by it, were a fortional means be not provided by Cong.

cantile interest, in meeting their engage- ders in the interior of our country of credments, induced them to apply to me, pre- its for supplies, greatly beyond the wants viously to the actual suspension of spe- of the people; the investment of thirtyviously to the actual suspension of spe-cie payments, for indulgence upon their bonds for duties; and all the relief au-thorized by law was promptly and cheer-Treasury upon the avails of these creation of debts, to an almost countless bonds, to enable it to make the deposites amount, for real estate in existing or anwith the States required by law, led me ticipated cities or villages, equally unproin the outset to limit this indulgence to the first of September, but it has since been greatly disproportionate to their rebeen extended to the first of October, that al value; the expenditures of immense the matter might be submitted to your further direction.

Questions are also expected to arise in the recess, in respect to the October installment of those deposites, requiring the interposition of Congress.

A provision of another act, passed about the same time, and intended to secure a faithful compliance with the obligation of the United States, to satisfy all demands upon them in specie or its equivalent, hibited the offer of any bank note, not overtible on the spot into gold or silver at the will of the holder; and the abil. ity of the government, with millions on deposite, to meet its engagements in the snanner thus required by law, was rendered very doubtful by the event to which

Sensible that adequate provisions for the unexpected exigencies could only be made by Congress; convinced that some of them would be indispensibly necessary blic service, to ore the regular your meeting; and desirous alto enable you to exercise, at the earliest moment, your full constitutional powers for the relief of the country, I could with propriety, avoid subjecting you the inconvenience of assembling at as rly a day as the state of the popular ntation would permit. I am sure I have done but justice to your feelin believing that this inconvenience cheerfully counteracted, in the of rendering your meeting condu-

oring the earlier stages of the revulgh which we have just passed, acrimonious discussion arose, and at diversity of opinion existed, as to its uses. This was not surprising .perations of credit are so diversified. nd the influences which effect them so perous, and often so subtle, that even rtinl and well informed persons are m found to agree in respect to them. Po inherent difficulties were also added r tendencies, which were by no means

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ment in relation the currency, would, in [ has since appeared that evils similar to the excited state of public feeling produced by the occasion, fail to attribute to that policy any extensive embarrassment in the momentary affairs of the country. The matter thus became connected with the passions and conflicts of party; opinions were more or less affected by political considerations; and differences were prolonged which might otherwise have been determined by an appeal to facts, by the exercise of reason, or by mutual concession. It is, however, a cheering reflection, that circumstances of this nature cannot prevent a community so intelligent as ours from ultimately arriving at correct conclusions. Encouraged by the firm belief of this truth. I proceed to state so far as may be necessary to a clear understanding of the remedies I feel it my duiy to propose, and the reasons by which I have been led to recommend them.

The history of trade in the United States for the last three or four years, affords the most convincing evidence that our present condition is chiefly to be attributed to over action in all the departments of business; an over action deriving, perhaps, its first impulses from intecedent causes, but stimulated to its destructive consequences by excessive issues of bank paper, and by other facilities for the acquisition and enlargement of credit. At the commencement of the venr 1884, the banking capital of the U. States, including that of the National bank then existing, amounted to about 200 millions of dollars; the bank notes then in circulation to about 85 millions; and the loans and discounts of the banks to three hundred and twenty-four millions. Between that time and the first of January, 1836, being the latest period to which accurate accounts have been received, our banking capital was increased to more than two hundred fifty one million; our paper circulation to more than one hundred and forty millions, and loans and discounts to more than four-hundred and fifty millions. To this vast increase are to be added the many millions of credit, acquired by means of foreign loans, contracted by the States and State institutions, and, above all, by the lavish ac-commodations extended by foreign dealers to our merchants.

The consequences of this redundancy sequent results which render it certain of credit and of the spirit of reckless eign debt contracted by our citizens, estimated in March last at more than thirty The difficulties experienced by the mer- millions of dollars; the extension to trance of the sales amounted to only 41 millions; the ductive, and at prices now seen to have sums in improvements which, in many cases, lave been found to be ruinously improvident, the diversion to other pursuits of much labor that should have been applied to agriculture, thereby contributing to the expenditure of large sums in the importation of grain from European expenditure which, amounting in 1834 to about two hundred and fifty thousand do lars, was, in the first two quarters of the present year, increased to more than two millions of dollars, and finally, without enumerating other injurious results. the rapid growth among all the classes, and especially in our great commercial towns of luxurious habits, founded too often on merely funcied wealth, and detrimental alike to the industry, the resources, and the morals of our people.

It was impossible that such a state of things could long continue, that the prospeet of revalsion was present in the minds of considerate men before it actually came. None, however, had correctly anticipated its severity. A concurrence of circumstanc s inadequate of themselves to produce such wide spread and calamitous embarrasments, tending so greatly to aggravate them that they cannot be overlooked in considering their history. Among these may be mentioned, as most prominent, the great loss of capital sustained by our commercial emporium in the fire of December, 1835-a loss, the effects of which were underrated, at the time, because postponed for a season, by the great facilities of credit then existing the disturbing effects of our commercial cities of the transfers of the the public monies required by the deposite law of June, 1836; and the measures adopted by the foreign creditors of our merchants to reduce their debts, and to withdraw from the United States a large portion of our

However unwilling our citizens may heretofore have been to assign to these causes the chief instrumentality in producing the present state of things, the develonements subsequently made, and the brahle to the discovery of truth. It actual condition of other commercial tional bank. Proneness to excessive isthe discovery of truth. It actual condition of other commercial tional bank. Proneness to excessive isthe discovery of truth. It actual condition of other commercial tional bank. Proneness to excessive isthe discovery of truth. It actual condition of other commercial tional bank. Proneness to excessive isthe discovery of truth. It actual condition of other commercial tional bank. Proneness to excessive isthe discovery of truth. It actual condition of other commercial tional bank. Proneness to excessive isthe discovery of the governall remaining doubts upon the subject. It system; a vice as prominent in National

those suffered by ourselves, have been experienced in Great Britain, on the continent, and, indeed, throughout the commercial world, and that in other countries, as well as our own, they have been uniformly preceded by an undue enlargement of the boundaries of trade, prompted, as with us, by unprecedented expansions of the system of credit. A reference to the amount of banking capital, and the issue of paper credits put in circulation in Great Britain, by banks, and in other ways, during the years 1834, 1835, and 1836, will show an augmentation of the paper currency there, as much disproportioned to the real wants of trade as in the United States. With this redundancy of the paper currency, there arose in that country also a spirit of adventurous speculation, embracing the whole range of hem in enterprise. Aid wa profusely given to projected improvements; large investments were made in foreign stocks and loans; credits for goods were granted with unbounded liberality to merchants in foreign countries; and all the means of acquiring or employing credit were put in active operation, and extended in their effects to every department of business, and to every quarter of the globe. The re-action was proportioned in its violence to the extraordinary character of its events which preceded it .-The commercial community of Great Britain were subjected to the greatest difficulties, and their debtors in this country were not only suddenly deprived of accustomed and expected credits, but called upon for payments, which, in the actual posture of things here, could only be made it as among its first duties; and an omisthrough a general pressure, and at the most ruinous sacrifices. In view of these facts, it would seem

impossible for sincere inquirers after truth to resist the conviction, that the causes of the revulsion in both countries have been substantially the same. Two nations, the most commercial in the world, enjoying but recently the highest degree of apparent prosperity, and maintaining with each other the closest relations, are suddenly, in a time of profound peace, and without any great national disaster, arrested in their career, and plunged into a state of embarrassment and distress .-In both countries we have witnessed the same redundancy of paper money, and other facilities of credit; the same spirit of speculation; the same partial successes; the same difficulties and reverses; and, at length, nearly the same overwhelming catastrophe. The most material difference between the results in the two countries has only been, that with us there has also occurred an extensive derangement in the fiscal affairs of the Federal and State Governments, occasioned by the suspension of specie payments

The history of those causes and effects, in Great Britain and the United States, is substancially the history of the revulsion in all other commercial counties.

The present and visible effects of these circumstances on the operations of the Government, and on the industry of the people, point out the objects which call or your immediate attention.

They are-to regulate by law the safe keeping, transfer, and disbursement, of the public monies; to designate the funds to be received and paid by the Government; to enable the Treasury to meet promptly every demand upon it; to prescribe the terms of indulgence, and the mode of settlement to be adopted, as well in collecting from individuals the revenue that has accrued, as in withdrawing it from former depositories, and to devise and adopt such further measures, within the constitutional competency of Congress, as will be best calculated to revive he enteprise and to promote the prosperity of the country.

For the deposite, transfer and disburse ment, of the revenue, National and State Banks have always, with temperary and limited exceptions, been hereto-fore employed; but, although advocates of each system are still to be found, it is apparent that the events of the last few months have greatly augmented the desire, long existing among the people of the United States, to separate the fiscal operations of the Government from these of individuals or corporations.

Again to create a national bank, as a fiscal agent, would be to disregard the popular will, twice solemnly and unequivocally expressed. On no question of domestic policy is there stronger evidence that the sentiments of a large majority are deliberately fixed; and I cannot concur with those who think they see, in recent events, a proof that these sentiments are, or a reason that they should be

Events, similar in their origin and character, have heretofore frequently occurred, without producing any such change; and the lessons of experience must be forgotten, if we suppose that the present overthrow of credit would have been prevented by the existence of a na-

is as subservient to the advancement of private interests in the one as in the other; and those who direct them both, being principally, guided by the same views, and influenced by the same motives, will be equally ready to stimulate extravagance of enterprise by improvidence of credit. How strikingly is this conclusion sustained by experience. The Bank of the United States, with the vast powers conferred on it by Congress, did not or could not prevent former and similar embarrasments; nor has the still greathe same effects, a National Bank, possessing powers far greater than are asked for by the warmest advocates of such an institution here, has also proved unable to prevent an undue expansion of credit, and the evils that flow from it .-Nor can I find any tenable ground for the re-establishment of a national bank. in the derangement alleged at present to exist in the domestic exchanges of the country, or in the facilities it may be capable of affording them. Although advantages of this sort were anticipated when the first bank of the United States was created, they were regarded as an incidental accommodation; not one which the Federal Government was bound, or could be called upon, to furnish. This accommodation is now, indeed, after the lapse of not many years, demanded from sion to aid and regulate commercial exchange, is treated as a ground of loud and serious complaint. Such results only serve to exemplify the constant desire, among some of our citizens, to enlarge the powers of the Government, and extend its control to subjects with which it should not interfere. They can never justify the creation of an institution to promote such objects. On the contrary, they justly excite among the community a more diligent inquiry into the character of those operations of trade, towards which it is desired to extendench peculiar

The various transactions which bear the name of domestic exchanges, differ essentially in their nature, operation, and utility. One class of them consists of bilis of exchange, drawn for the purpose of transferring actual capital from one part of the country to another, or to anticipate the proceeds of property actually transmitted. Bills of this description are highly useful in the movements of trade, and well deserve all the encouragement which can rightfully be given to them .-Another class is made up of bills of exchange, not drawn to transfer actual cap itn!, nor on the credit of property transmitted, but to create fictitious capital, partaking at once of the character of notes discounted in bank, and of bank notes in circulation, and swelling the mass of paper credits to a vast extent in the most objectionable manner. These bills have formed, for the last few years, a large proportion of what are termed the domestic exchanges of the country, serving as the means of usurious profit, and constituting the most unsufe and precarious paper in circulation. The species of traffic, instead of being upheld, ought to be discountenanced by the Government and

the people. In transferring its funds from place to place, the Government is on the same footing with the private citizen, and may resort to the same legal means. It may do so through the medium of bills drawn by itself, or purchased from others; and in these operations it may, in a manner undoubtedly constitutional and legitimate, facilitate and assist exchanges of individuals founded on real transactions of trade. The extent of which this may be done, and the best means of affecting it, are entitled to the fullest consideration. This has been bestowed by the Secretary of the Treasury, and his views will be submitted to you in his report.

But it was not designed by the Constitution that the Government should assume the management of domestic or foreign exchange. It is indeed au horized to regulate by law the commerce between the States, and to provide a general standard of value or medium of exchange, in gold and silver, but it is not its province to aid individuals in the transfer of their funds, otherwise than through the facilities affroded by the Post Office Department. As justly might it be called on to provide for the transportation of their merchandise. These are operations of trade. -They ought to be conducted by those who are interested in them, in the same manner that the incidental difficulties of other pursuits are encountered by other classes of citizens. Such aid has not been deemed necessary in other countries. Throughout Europe, the domestic

as in State institutions. This propensity | exchanges of the United States .- There is no reason why our own may not be conducted in the same manner, with equal cheapness and safety. Certainly this might be accomplished, if it were favored by those most deeply interested, and few can doubt that their own interest, as well as the general werfare of the country, would be promoted by leaving such a subject in the hands of those to whom it properly belongs.

A system founded in private interest, enterprise and competition, without the aid of legislative grants or regulations by ter strength it has been said to possess, law, would rapidly prosper; it would be under its present charter, enabled it, in free from the influence of political agitathe existing emergency, to check other sion and affect and it would put an end to freat firitain, where it has been seen, the same causes have been attended with avoidable results of interference by the government, in the proper concerns of individuals. All former attempts on the per of the Government to carry its legisation, in this respect, further than was designed by the Constitution, have in the end proved injurious, and have served only to convince the great body of the people, more and more, of the certain dangers of blending private interests with the operations of public business; and there is no reason to suppose that a repetition of them now would be more successful. It cannot be concealed that there exists,

in our community, opinions and feelings on this subject in direct opposition to each other. A large portion of them combining great intelligence, activity and influence, are no doubt sincere in their belief that the operations of trade ought tion was continued from motives of conto be assisted by such a connection; they venience; but these causes have long regard a national bank as necessary for this purpose, and they are disinclined to every measure that does not tend, sooner the wants of the Treasury; we have no or later to the establishment of such an load of national debi to provide for, and ity of the people are believed to be irrec. plus. No public interest, therefore, now oncilably opposed to that measure; they consider such a concentration of power circumstances have dissolved. The comdoubtless, coused much of the embarrass different States, and with foreign Powers, ment to which the commercial transaction all enable us now to select the system Banking has become a political topic of most conductive to the public welfare .the hignest interest, and trade has suffer- Should we, then, connect the Treasury ed in the conflict of parties. A speedy for a fourth time with the local banks, it termination of this state of things, how can only be under a conviction that past ever desirable, is scarcely to be expected, failures have arisen from accidental, not We have seen for nearly half a century inherent defects. that those who advocate a National Bank, by whatever motive they may be influ. be avoided in such an arrangement, is niv too numerous to all w us to hope for by which it has now been defeated. 'A an early abandonment of their favorite sudden act of the banks intrusted with plan. On the other hand, they must in- the funds of the people, deprives the deed form an erroneous estimate of the Treasury, without fault or agency of the intelligence and temper of the American Government, of the ability to pay its people, who suppose that they have creditors in the currency they have by continued, on slight or insufficient grounds, law a right to demand. This circumtheir persevering opposition to such an stance no fluctuari n of commerce could institution or that they can be induced by have produced, if the public revenue had necuniary pressure or by any other com-

bly maintained. My own views of the subject are unchanged. They have been repeatedly and unreservedly announced to my fellow citizens: who, with full knowledge of them, conferred upon me the two highest offices of the Government. On the last of these occasions, I felt it due to the people to apprize them distinctly, that, in the event of my election, I would not be able to co-operate in the re-establishment of a National Bank. To these sentiments, I have now only to add the expression of an increased conviction, that the re-establishment of such a bank, in any form, whilst it would not accomplish the beneficial purpose promised by its advocates, would impair the rightful supremacy of the popplar will; injure the character and diminish the influence-of our political system; and bring once more into existence beenspirit, and threatning the permanency of our republican institutions,

Local Banks have been employed for the deposite and distribution of the revenue, at all times partially, and, on three Bank of the United States; secondly, in the interval between the termination of that institution and the charter of its successor; and, thirdly, during the limited period which has now so abruptly closed. The connection thus repeated y attempted, proved unsatisfactory on each successive occasion, notwithstanding the virgous measures which were adopted to ficilitate or insure its success. On the last occaas well as the foreign exchanges are curried on by private houses, often if not generally, without the assistance of banks. Yet they extend throughout distinct sovereigns ties, and for exceed in amount the roal

ceasing efforts made to everthrow The selected banks performed with fidelity, and without any embarrassment to themselves or the community, then engagements to the Government, and the gagements to the Government, and the system promised to be permanently use ful. But when it became necessary, under the act of June, 1836, to withdraw from them the public money, for the purpose of placing it in additional institutions, or of transferring it to the States, they found it, in many cases, inconvenient to comply with the demands of the Treas ury, and numerous and pressing applications were made for indulgence or re-lief. As the instalments under the deposlief. As the instalments united it is law became payable, their out is embarrassments, and the necessity under which they lay of curtailing their discounts and calling in their debts, increased the general distress, and contributed, with other causes, to basten the revulsion in which, at length, they, in common with the other banks, were fatally involved.

Under these circumstances, it becomes our solemn duty to inquire whether there are not, in any connection between the Government and banks of issue, evils of grest magnitude, inherent in its very na" ture, and against which no precautions can effectually guard.

Unforeseen in the organization of the Government, and forced on the Treasury by early necessities, the practice of employing banks, was, in truth, from the beginning, more a measure of emergency than of sound policy. When we started into existence as a nation, in addition to the burdens of the new Government, we assumed all the large but honorable load of debt which was the price of our liberty , but we hesitated to weigh down the infant industry of the country by resorting to adequate-taxation for the necessary revenue. The facilities of banks, in return for the privileges they acquired, were promptly offered, and perhaps too readily received, by an embarrassed Treasury. During the long continuance of a national debt, and the intervening difficulties of a foreign war, the connecsince passed away. We have no emergencies that make banks necessary to aid institution. On the other hand, a majors we have on actual deposite a large surrequires the renewal of a connection that dangerous to their liberties; and many of plete organization of our Government, them regard it as a violation of the Con- the abundance of our resources, the genstitution. This collision of opinion has, eral harmony which prevails between the of the country have lately been exposed, most consistent with the Constitution, and

A danger, difficult, if not imposible, to enced, constitute a portion of our commu- made strikingly evident in the very event been collected in the legal currency, and bination of circumstances, to surrender kept in that form by the officers of the principles they have so long and so inflex. Treasury. The citizen whose money was in lank receives it back, since the suspension, at a sacrifice in its amount; whilst he who kept it in the legal currens cy of the country and in his own possession, pursues, without loss, the current of his business. The Government, placed in the situation of the former, is involved in embarrassments, it could not have suffered had it pursued the course of the latter. The embarrassments are, mores over, augmented by those salutary and just laws which forbid it to use a depreciated currency, and, by so doing, take from the Government the ability which individuals have of accommodating their transactions to such a catastrophe.

A system which can, in a time of profound peace, when there is a large reves nue laid by thus suddenly prevent the application and the use of the money of the people, in the manner and for the object they have directed, cannot be wise; but who can think, without painful reflection, that, under it the same unforseen events might have befallen us in the midst of a war, and taken from us, at the moment when the most wanted, those very means which were treasured up to promote the different occasions exclusively; first, an-terior to the establishment of the first rights? To such embarrassment and to such dangers will this Government be always exposed, whilst it takes the moneys raised for, and necessary to, the public service, out of the hands of its own-officers and converts them into a mere right of. action against corporations entrusted with the possession of them. - Nor can such results be effectually guarded against in such a system, without investing the Ex ecutive with a control over banks them" sion, in the year 1833, the employment of the State Banks was guarded especially might with reason be objected to. Ours in every way which experience and can tion cou'd suggest. Personal security world that is liable, in the management of was required for the safe keeping and its fiscal concerns, to occurrences like prompt payment of the moneys to be re- these! But this imminent risk is not the ceived, and full returns of their condition only risk aftendant on the surrender of